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Florida State University's Urban Research Center serves a rapidly growing seven county area in east central Florida. under Title I of the Higher Education Act, the Center increased its service through a uniquely designed research-education program for public administrators, the purpose being to identify and alleviate community problems. The 2,000 participants included mayors, county and city commissioners, fire chiefs, businessmen, and educators. A major objective was to stimulate thinking and action about the desirability of continuing education of political leaders. A survey was made of educational interest among public officials; information was spread through the mass media and a newsletter; and conferences on Urban Exploration, Communications, and Recreational Facilities were held. A series of locally sponsored Community Development Seminars were led by three social science interns, who also were concerned in an educational, and a social planning, project in Brevard County. The cost of the programs averaged $13.00 per participant and $13,000 for the interns. Most of the programs were considered very successful. (jf)

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URBAN

INTERNSHIP PROGRAM
EXTENSION SERVICE

A TITLE 1 PROJECT · HIGHER EDUCATION ACT of 1965

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AN ANNUAL REPORT OF THE
URBAN INTERNSHIP PROGRAM - URBAN EXTENSION SERVICE
CONDUCTED BY FLORIDA STATE UNIVERSITY'S
URBAN RESEARCH CENTER DURING THE
1966-67 FISCAL YEAR

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PREFACE

Title I of the Higher Education Act of 1965 has served as a stimulus to encourage the university to extend its boundaries and corollary public service programs into the distant communities of each participating state. Through an unusual combination of foundation funds and other grants, Florida State University's Urban Research Center has been able to provide the matching funds required by the legislation to conduct an uncommon research-educational service to the communities of east central Florida.

The seven county, 6,200 square mile area served by the Urban Research Center is comprised of an estimated one million people living in more than sixty municipalities and rural areas. Much of the population increase in the region has resulted from the development of the Kennedy Space Center. Furthermore, the growth has continued at a high constant rate since 1950. In 1950 the population of the seven county region was 299,333.

The shock of the vast numbers of people moving into the formerly rural agriculture oriented region has been felt

in almost every area of life, the effect on local government has appeared to intensify each year and as a result, local government, municipal and county, has struggled to keep pace with the ever increasing demands of the constantly increasing numbers of new residents.

Title I of the Higher Education Act of 1965 has enabled the Urban Research Center, which had been established by a $200,000 grant from the Ford Foundation to Florida State University's Institute for Social Research, to increase its service through a uniquely designed research-educational program for public administrators in the rural and urban areas of the region.

Research underwritten by the Ford Foundation enabled the Urban Research Center's staff to identify problem areas in the region and the funds provided by Title I of the Higher Education Act enabled the staff to carry the research findings in the action arena. Consequently 2,000 participants were noted in educational activities provided by the combination of funds. The 2,000 participants included mayors, county commissioners, city commissioners, councilmen, and other elected officers of the local government. City managers, city clerks, fire chiefs, and other department heads from municipal and county governments in the region joined in the seminars and conferences provided by the

Center. Chambers of commerce executives, businessmen, educators, and representatives of various civic and community service organizations participated in activities designed to encourage them to learn more about their communities and to take definite action to alleviate identified problems.

During the 1967 fiscal year, newspapers provided editorial support and television stations gave air time to the activities provided by the Center. These endorsements reflect the recognized value of the combination of research-educational activities provided by the staff of the Urban Research Center; activities that have been improved, enhanced, and made possible by Title I of the Higher Education Act of 1965.

The following pages of this report briefly describe the activities of the Florida State University's Urban Research Center that were made possible and financed by funds provided by Title I of the Higher Education Act of 1965. However, the data presented in the following pages, admittedly, falls short of adequately portraying the spirit of innovation and experimentation reflected by Center staff and the participants in these activities. Many of the participants recognize that they are on the

frontier of space exploration and have transferred this spirit of adventure and discovery to the programs that are designed to improve the style of living in the urban frontier.

Finally, the author desires to recognize the contributions of, (1) the many elected and appointed officials in the region that have served as advisers, (2) the various businessmen and consultants, (3) representatives from many university departments such as adult and continuing education, sociology, government, and the office for continuing education, and (4) members of the Board of Regents' staff. Without the cooperation, advice, and assistance of the above individuals the Urban Internship Program and Urban Extension Service would not have attained the degree of success it reached in the 1966-67 fiscal year.

H. B. Long

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URBAN INTERNSHIP PROGRAM - URBAN EXTENSION SERVICE

CHAPTER I

INTRODUCTION

Interdependence, alientation, and separation contribute to the urban paradox. In an era and setting where interaction is the key to success there also appears to be a counter-force for division and disorientation; characteristics that can be observed in several places. One observed division is the increasing cultural distance between the old and the new, distance that appears to increase geometrically with the passage of time. Likewise, there appears to be similar psychological distance between the generations, especially between the generation currently coming of age and the parent generation that is providing the community and governmental leadership. The pressures to extend the gap between peoples and communities appear to be exerted by technological advances, new values, urbanization, and changing knowledge. Therefore, it appears that the power of these same forces should be utilized in a constructive manner to help bridge this no man's land.

The Urban Research Center's "Urban Internship Program - Urban Extension Service" was developed and instituted, under

the provision of Title I of the Higher Education Act of 1965, to construct a structure where the formerly divisive forces might become uniting forces. The "Urban Internship Program - Urban Extension Service" has dual objectives: (1) to acquaint social science students with the nature of urbanizing communities; and (2) to provide educational services to community and local governmental leaders that will help them provide enlightened leadership within their communities. This concept has support among educators and is believed to be a prototype of future university involvement in local educational projects. Tarcher sums up the value of this kind of activity. He says,

> "There is a direct relationship between the ideas and values held--consciously or not--by the most influential members of a society and the quality of life in that society. If its leadership is guided by a social philosophy encompassing values and assumptions which reflect the reality of the time, the society is likely to be characterized by an emphasis on learning and a capacity to understand and control the environment in the interest of man's development as a creative being."

Likewise, considerable attention was paid to the needs of the elected and appointed officials and the problems confronting these leaders who often may feel that they are bing torn asunder between two worlds; the world of yesterday and the world of tomorrow. The needs of these urban decision-makers have been eloquently cited by men of such

stature as John Bebout of Rutgers, Stephen K. Bailey of Syracuse, and a host of others. However, it would appear that most of these scholars would agree that programming to meet these needs by the nation's universities has been sparse.

Furthermore, the approach developed by the Urban Research Center during 1966-67 was designed to increase the exchange of ideas between the two groups as well as between the university and each of the groups.

Approximately 2,000 community leaders and governmental officials from the seven county east central Florida region participated in the experimental programs of the Urban Research Center. The major activities of the Center will be discussed individually in the following pages of this report.

Inherent in each of the projects and activities discussed in the following pages is the recognition of the importance of creating among community leaders an awareness of the changes that are occurring throughout the entire fabric of American life and to assist leaders to define behavioral patterns consistent with the leadership roles they fill. Howard W. Johnson, President of M.I.T., interpreted this

basic objective of university assistance to communities when he said, "the historic roles of the University--to educate youth, to preserve knowledge, and to create new knowledge--remain the same; but the emphasis on them becomes greater in a more demanding society, and the great emphasis will be on developing leadership."

CHAPTER II

CONTINUING EDUCATION FOR LOCAL POLITICAL LEADERS

Local government has not escaped the impact of social change accompanying technological change in the mid-twentieth century. In some instances the impact of demands for services and attendant population explosions have appeared to threaten to engulf local government. Mayor H. J. Tate of Philadelphia has suggested that as a result of social changes the nation has gone through three stages that have made different demands on political leaders. According to Tate, "the demands of government, in the nineteenth century, could be met by the average man of intelligence and integrity. Then, at a date not too long ago there became a demand for technicians and engineers. And, today, the third phase of development requires the specialist." Tate observes that the career technician replaced the drone, and the specialist in the science of government has replaced the old-fashioned office holder whose sole thought was for winning the next election.

However, provisions for political leaders to change with the times have been conspicuous by their absence. Therefore,

one major objective of the Urban Internship Program - Urban Extension Service of the Urban Research Center during the 1967 fiscal year was to stimulate thoughts and actions concerning the desirability of continuing education for political leaders. A variety of activities were utilized to accomplish the objective including: (1) written communications; (2) collection of information concerning the continuing education activities of public officials in east central Florida; (3) news releases; (4) editorials; (5) personal contacts; and (6) conferences.

Each of the above activities was accomplished in cooperation with existing agencies, organizations, or institutions in the region.

Mass Media

The mass media were called upon early in the program development to enlist their assistance in communicating the objectives of the activities designed for local political leaders. The assistance and cooperation of the media has not been uniform; great variations have been noted among the different media as well as among differing institutions representing the same media form.

Perhaps, the above can be attributed to several factors:

(1) failure of some media to appreciate the objectives of the educational activities; (2) changes in media personnel that make it difficult to maintain personal communications; and (3) policies of the media that determine news value.

Publications

In October, 1966, a newsletter was initiated. The one-page publication, printed on two sides, was mailed to approximately 250 public officials in east central Florida monthly.

A position paper, "The Continuous Education of Governmental Employees and the Community College" was prepared for members of Educational Service for Public Administration (formerly known as Public Administration Continuing Education Service). Members of this organization were encouraged to discuss the contents of the publication with junior college presidents in the region.

Continuing Education Interests of Municipal Officials in East Central Florida was based on a survey of elected and appointed municipal officials in the region.

The American County Government magazine, official publication of the National Association of Counties, carried two articles and a short announcement of the activities of the

educational activities for public officials. The February, 1967 issue carried a story on "Concessions: Public or Private?" and the April, 1967 issue carried an article on "Education for Public Officials: A Florida Self-Help Project."

Data Collection

Most of the activities of the Urban Internship Program - Urban Extension Service were action oriented. However, one data collection project was carried out because of the need to know more about the continuing education activities of public officials in the region as well as attitudes toward certain potential activities. Accordingly, a survey of officials in the region was conducted to collect data concerning the length of time since they were last engaged in educational activities, who sponsored the activities, the kinds of activities preferred, and where they preferred that these activities be held, along with other information.

The data revealed that over ninety percent of the officials queried were interested in educational activities. However, it had been an average of five years since their last involvement in educational activities. They cited two main reasons for not participating in educational activities; no time, and no courses.

Conferences

Ten conferences for public officials were held during the year in east central Florida plus one two-day conference on the Florida State University campus in Tallahassee.

Urban Exploration Series

The Urban Exploration Series was sponsored in cooperation with the Department of Urban and Regional Planning at Florida State University. The objectives of this series of seminars were:

(a) to involve citizens and recognized authorities in a systematic exploration of social, economic, and technological forces changing Florida's urban areas;

(b) to develop citizen understanding of the problems and potentials of urban living in a changing setting;

(c) to explore with citizens their roles in the continuing process of planning and developing a desirable urban environment;

(d) to test the means for enlarging the scope of democratic planning to include active dialogue between citizens, planners, and governmental decision-makers.

Approximately 200 participants from east central Florida were registered in five seminars featuring outstanding planners, political scientists, and governmental representatives.

Governmental Communications Conferences

Three governmental communication conferences utilizing

conference leaders from government, news media, and industry were conducted. Approximately 200 participants were involved in these conferences. The objectives of the governmental communications conferences were:

(a) to explore ways that government and the mass media could cooperate to provide citizens with a better understanding of local government;

(b) to learn of differing methods of communications that government can use through the written word with the electorate;

(c) to develop a better understanding of how to prepare governmental reports;

(d) to discuss communications systems and methods devised by local government in other areas to facilitate communications within and among local governments.

Recreation Concession Administration Conference

Thirty participants representing various positions in municipal and county governments attended this one-day session. Speakers and conference leaders were provided by state and federal agencies involved in recreation.

The objectives of this conference were:

(a) to acquaint governmental leaders responsible for development of recreational facilities with the possibilities of concession operations provided by private enterprise;

(b) to acquaint potential operators and recreation supervisors with the ways and means of awarding contracts for concessions;

(c) to discuss the advantages and disadvantages of awarding concessions to private operators;

(d) to examine desirable features of contracts between local government and a concession operator.

CHAPTER III

CONTINUING EDUCATION FOR COMMUNITY LEADERS

Theoretically local government should be the level of government most responsive to the democratic process, however, many community leaders and would-be leaders are unfamiliar with local government or they have not identified local needs in terms of cooperative action with local government. Furthermore, the community leaders often form the basic support or opposition to local governmental programs that must be supported by the entire community. And quite often the promising governmental leader serves a kind of apprenticeship or internship in community activities before aspiring to governmental office; therefore, educational activities designed to meet specific objectives for community leaders appear to complement the activities provided local governmental officials.

The major series of educational activities developed for community leaders in east central Florida consisted of a sequence of at least four and sometimes five three-hour seminars. This series was referred to as the Community Development Seminars and was under the direction of an intern from the

Department of Adult and Continuing Education at Florida State University.

The specific objectives of the seminars in community development were:

(1) to improve communications between political, civic, social, financial, and educational leaders in the community and region;

(2) to encourage personal participation in active community improvement projects;

(3) to provide participants with a more comprehensive view of community problems;

(4) to identify critical problem areas in the community;

(5) to provide information about community planning and its relationship to broader planning programs;

(6) to provide information about the federal programs of the Department of Housing and Urban Development and Office of Economic Opportunity;

(7) to increase citizen participation in the planning process;

(8) to encourage critical analysis and discussion of controversial issues;

(9) to encourage "action" programs that may alleviate some of the problems identified during the course;

(10) to study certain personal characteristics of the participants and the effect of these characteristics on interaction and achievement in the class.

The Community Development Seminars were implemented in seven steps:

(1) development of a working paper that established the rationale for the project and determined the conceptual framework that would be used in the development of the seminars;

(2) development of syllabus for the seminars;

(3) preparation and/or selection of materials and training aides;

(4) selection of seminars leaders;

(5) training of the seminars leaders;

(6) determination of a local sponsor;

(7) coordination of classes;

(8) evaluation of the project.

Cooperative Development

The Community Development Seminars present an interesting study of cooperative efforts. The curriculum committee that assisted in the development of the course syllabus and objectives was composed of representatives from the Brevard County Community Services Council, the Housing and Urban Development Department, the Florida State Office of Economic Opportunity, and the Urban and Regional Planning Department of Florida State University. These same representatives assisted in the Teacher Training Institute to provide the seminars leaders drawn from local community colleges, private junior college, private four-year college, and a private university, with basic content information.

Local sponsorship was considered to be a critical factor in the development of the seminars. Efforts were first made to get local civic clubs to sponsor the seminars in their

communities. Failure to receive an overwhelming response from these clubs suggested the desirability of seeking other local agencies or organizations. The local chambers of commerce responded to the program with a high degree of acceptance and several aggressively pursued the project.

Accomplishments - It is difficult in such a short time to cite specific accomplishments as a result of the seminars in terms of community action. At the time of this report the longest time that has elapsed since the completion of any seminar series was three months. However, most of the seminars had adopted some specific course of action to be followed. If these actions are carried out they will, (1) improve the climate for community action in the future, and/or (2) within the next several months accomplish some specific project that was accepted by the seminar participants as a course of activity that would alleviate a specific or general problem in the community. Some of these activities to be carried out were:

(1) a program to prevent further deterioration of the central business area of one city;

(2) the development of a quasi-official organization to improve communication between the electorate and municipal officials;

(3) the development of a continuing discussion group to consider additional community problems and solutions to the problems;

(4) the provision by one junior college of a faculty member to serve as a discussion leader for such community seminars in the county in the future.

Characteristics of the Successful Seminars - A longer paper is being prepared by the staff of the Urban Research Center that will describe the procedures, results, and characteristics of the successful and unsuccessful seminars in detail. The interested reader is encouraged to write for a copy of this paper. However, a preliminary analysis of the series suggests that the seminars sponsored by the chambers of commerce were more often the successful ones. They usually had a good cross section of different community interests and the participants were recognized as being a part of the community power structure.

Community Insights

The project appears to have contributed to several communities developing a more realistic view of the problems confronting them. The first session of the seminar was usually devoted to a discussion of community problems as identified by the participants with a discussion of what could be done to alleviate the identified problems. Following the problem identification session the participants explored potential programs that they could use to help in the solution of

their problems. These programs included planning, social legislation such as OEO projects, and urban renewal possibilities.

In addition to the insights gained by the participants, the resource people who attended the sessions and the representatives of the Urban Research Center also developed a better understanding of the variety of the community problems. Similarities between different communities and differences between similar communities were also observed.

Results

Ten communities had completed or undertaken sponsorship of the Community Development Seminars by the end of the fiscal year. These communities were: Cape Canaveral-Cocoa Beach, Daytona Beach, Deland, Eau Gallie, Maitland, Merritt Island, New Smyrna Beach, Orlando, and Vero Beach.

CHAPTER IV

CONTINUING EDUCATION FOR INTERNS

Intern positions were filled during the fiscal year by personnel from the fields of adult education, government, and social welfare. The objective of the internship project was to acquaint social scientists and educators with the nature of urbanizing communities. This objective was operationally achieved through the use of the social scientists and educators in action projects designed to solve community problems.

Projects that the interns served in during the year included:

(1) an educational project for community leaders called the Community Development Series. This project was reported in detail in the preceding chapter;

(2) an educational project concerned with the unification effort of eleven Brevard County municipalities;

(3) a social planning project concerning the Brevard County Community Services Council.

The work of the interns on these projects served to accomplish the primary and corollary objectives of the Urban Internship Program. Furthermore, the success of the project may be measured in the subsequent activities of the interns following their internship. One intern continued work on an advanced

degree, another intern was employed by the Brevard County Community Services Council, and an intern was employed by the Urban Research Center as conference coordinator for the Center during the 1968 fiscal year.

The interns served to expedite the role of the urban agent as conceptualized by the staff of the Center. According to the concept, staff of the Center, including interns, served as change agents in the seven county region. In the role of change agent the interns learned the value and use of research findings, planning approaches, methods of community organization, and techniques of adult education in the urban setting. In the urban agent role the intern and other staff members emphasized the communications link rather than the possession of expert knowledge. In other words, they knew who the experts were and served the communities through establishing contact with the expert who was then involved in the community according to community needs. These activities were compatible with the role-concept of the urban agent-intern being a communicator, expediter, and collaborator.

From the experiences of the interns working through the Urban Research Center it appears that the urban agent concept is a viable one when the audience to be served and the role of

the urban agent is closely defined. Furthermore, the concept of utilizing social scientists and educators in the urban agent role appears to be justified by the experiences reported herein. Such experience appears to provide the intern with a perspective of the urbanizing area that may have been lacking previously.

CHAPTER V

EVALUATION, SUMMARY, IMPLICATIONS, AND RECOMMENDATIONS

In reality several projects are being evaluated when the Urban Internship Program - Urban Extension Service is evaluated. The evaluation consists of the evaluation of individual projects and thus the final evaluation of the program is determined by the accomplishments of each of the individual projects. Conclusions concerning each of the three major series of conferences are reported in this evaluation. The single conferences and minor series are not reported because of space limitations.

Interns

Internship - The use of social scientists in the program of the Urban Research Center appears to be highly desirable. The mixture of action and research projects through the combination of the Ford Foundation grant, other grants, and the Title I funds enhances the program. Problems observed during the year center on the following: (1) late appointment of interns; and (2) the desirability of developing an individual program of activities according to the academic

background and experience of the intern. Both of these problems could be alleviated by earlier commitment of Title I funds to the project. The optimum commitment date would be the first of January of each year. The approval of funds for the following fiscal year, January 1, six months in advance, would enable the director of the Center to make more definite plans and to obtain interns for the following year during the same time span when other university internships, fellowships, and grants are being made.

Major Series

Urban Exploration Series - According to participants in this project, the series was labled successful. The respondents to a questionnaire mailed to the participants indicated that the series was successful in terms of its objectives. Most of the participants indicated that they were motivated to apply what they had learned to their local situation.

Governmental Communications Conference - Evaluation of these conferences is based on observer reaction and a questionnaire. Two of the three conferences appeared to be well received and appeared to accomplish the stated objective. The third conference had limited appeal and as a result, it is difficult to ascertain the effect of the conference at this early date.

Since the completion of the conferences officials have appeared to manifest a greater concern for governmental communications.

Community Development Seminars - Continuing contact with the organizations sponsoring the community development seminars indicates that several of the seminars could be classed as highly successful and one or two as unsuccessful. Analyzed functionally the majority of the seminars appear to have achieved a majority of the objectives established for the experimental project. In addition to the achievement of the stated goals there were latent functions of the seminars that contributed to the achievement of unstated corollary goals such as the establishment of rapport among faculty and staff of several junior colleges and private colleges and universities in the region, the development of a core of community leaders in several communities who are familiar with the Urban Research Center and the program of the Center, and the development of a potential advisory committee in the several communities. The identification of community problems and the establishment of a goal to alleviate these problems were actions taken in almost every community served. Furthermore, some of the communities progressed further to the point of identifying a specific course of action to solve these problems.

Participation

The participation in activities sponsored by the Urban Research Center may be used as one measure in evaluating the projects. The first project was initiated in September of 1966 and during the following nine months 2,000 participants were served at a total cost of approximately $40,000. Included in this cost is approximately $13,000 devoted to the support of interns; thus, for a cost of about $13.00 each, the community and political leadership of east central Florida received educational services in a manner not previously available. Participation according to individual projects is illustrated in Table I.

TABLE I

PARTICIPATION IN COMMUNITY SERVICE AND PUBLIC ADMINISTRATION EDUCATION PROJECTS ASSISTED BY THE URBAN RESEARCH CENTER

Project	Total Participation
Community Development Seminars	869
Downtown Titusville Redevelopment Workshop	200
Educational Service for Public Administration	100
Governmental Communications Conference	200
Interns	3
Joint Sewerage Disposal Study	12
Municipal Unification	200
Recreation Concession Administration Conference	30
Sanitary Sewerage Conference	40
Social Planning Conference	35
Urban Agent Activities	200
Urban Exploration Series (6)	220
GRAND TOTAL	2,109

Summary

In summary the evaluation of the Urban Internship Program - Urban Extension Service could be described as follows:

in nine months approximately 2,000 participants were recorded in the different activities provided by the Urban Research Center;

three major conference series plus seven other single conferences or minor series were conducted by the staff and interns;

three interns and one faculty member provided services to expedite the program and were supported wholly or in part by Title I funds;

six working papers, articles and/or publications of other descriptions were compiled and distributed as a result of the program;

political leaders and community leaders obtained services and assistance at the local level;

three interns were introduced to the problems of urban communities and gained additional perspective regarding the needs of these communities.

Implications

The success of the Urban Internship - Urban Extension Service indicates that the successful solution of community problems may depend on the development of improved communications between institutions of higher learning and local communities. Such communications appear to offer more long range benefits where the urban agent concept is effectively defined and initiated.

Expressions of opinions and interests concerning continuing education activities by the community and political leaders in east central Florida suggests the need for developing a

system that would encourage more university personnel to be available as consultants and conference leaders. The nature of the audience also suggests the need for the development of new devices to increase the communications between these leaders and the institutions. For example, additional experimentation with closed circuit television and telephone conference hook-ups promise to increase the audience that could be reached by the Urban Research Center. However, limited funds do not allow the budgeting freedom required for such experimental activity.

Recommendations

The following recommendations are based on a careful consideration of the experiences of the Urban Research Center staff during 1966-67:

more funds are needed to develop experimental projects utilizing electronic devices in educational activities designed to serve the needs of community and political leaders;

more interns from the social sciences and education, particularly adult education, should be encouraged to participate in the project;

additional cooperative research-education topics should be developed to learn more about the political and community leaders' needs and the way these needs can be met to improve the style of life in an urban community;

The Florida State University should develop a long range

plan to continue the Urban Research Center's operations beyond the expiration date of the current Ford Foundation grant; and

the Ford Foundation should be encouraged to provide an additional and larger grant to supplement the education, research, and experimentation, which has produced such encouraging findings, on a larger and more permanent basis;

the Congress should provide additional support for this and other programs of institutions of higher learning that are designed, under the provisions of Title I of the Higher Education Act of 1965, to extend the services of these institutions into the adult communities miles away from the campus facilities.

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